



Senate Education Committee
Blake Flanders, President and CEO, Kansas Board of Regents
February 4, 2019

Presentation on Concurrent Enrollment

Good afternoon Chair Baumgardner and members of the Committee. I am Blake Flanders, President and CEO at the Kansas Board of Regents, and I am here to discuss what is commonly referred to as concurrent enrollment.

Kansas high school students have multiple ways to earn college credit before they graduate from high school. These avenues include Concurrent Enrollment Partnerships (CEP), dual enrollment courses, and three forms of credit for prior learning based on test scores associated with Advanced Placement (AP) courses, the College Level Examination Program (CLEP), and the International Baccalaureate Diploma Programme (IBDP).

Like CEP courses, dual enrollment programs allow high school students to take courses and to receive both high school and college credit. These programs include high school students taking classes on the college campus or extension site during or outside the school day, online courses, and courses taught by a regular or adjunct faculty member from the college at the high school during the school day.

A Concurrent Enrollment Partnership (CEP) is an agreement between a college or university and a school district to provide eligible high school students with college courses taught by approved high school faculty during the normal high school day. The student receives both high school and college credit. In accordance with state law and Board policy, assigned service areas determine which postsecondary institution is available to partner with local school districts to offer college credit to high school students.

In Academic Year 2018, 15,120 students (headcount) enrolled, on average, in two general education college courses (30,419 enrollments) through concurrent enrollment partnerships for a total of 98,530 credit hours in courses eligible for systemwide course transfer. In Academic Year 2012, the Board prioritized systemwide transfer and, to date, has approved 91 courses available for systemwide guaranteed transfer. The pass rate for CEP students enrolled in systemwide transfer courses in AY 2018 was 96.3%.

According to research compiled by the Education Commission of the States¹, a wealth of data “underscores the benefits of dual enrollment programs, particularly for students traditionally underrepresented in higher education in the United States. Data suggest that dually enrolled students share the following characteristics:

- More likely to meet college-readiness benchmarks.
- More likely to enter college and enter shortly after high school graduation.
- Lower likelihood of placement into remedial English or math.
- Higher first-year grade point average (GPA).
- Higher second-year retention rates.
- Higher four- and six-year college completion rates
- Shorter average time to bachelor’s degree completion for those completing in six years or less.”

For Kansas high school students, we have our own student success data that demonstrate greater levels of postsecondary success than the general postsecondary population.

Student Success Index							
CEP Students with Systemwide Transfer Courses only - Reporting Year 2014							
	1) Completed Home Institution	2) Completed System Institution	3) Completed Elsewhere	4) Retained Home Institution	5) Retained System Institution	6) Retained Elsewhere	Total Rate
State Universities	6.0%	5.5%	0.0%	42.9%	25.4%	9.4%	89.3%
Municipal University	3.1%	5.9%	0.0%	23.9%	44.4%	11.7%	89.0%
Community Colleges	10.8%	3.3%	0.4%	18.0%	38.4%	11.7%	82.6%
Technical Colleges	8.8%	4.3%	0.3%	6.9%	58.8%	5.2%	84.3%
Systemwide	10.0%	3.6%	0.3%	19.1%	39.1%	11.3%	83.5%

Source: KBOR KHEDS AY Collection 2005-2017 and National Student Clearinghouse

Student success measured after three years.

Note: Due to rounding, listed details added together may not match reported overall Student Success Rates.

Student Success Index							
All Postsecondary Students - Reporting Year 2017							
	1) Completed Home Institution	2) Completed System Institution	3) Completed Elsewhere	4) Retained Home Institution	5) Retained System Institution	6) Retained Elsewhere	Total Rate
State Universities	55.4%	7.7%	4.5%	3.1%	2.3%	2.1%	75.1%
Municipal University	42.8%	10.1%	2.8%	3.1%	3.8%	1.3%	63.9%
Community Colleges	25.8%	3.6%	2.0%	10.6%	7.7%	5.9%	55.6%
Technical Colleges	59.8%	1.7%	0.2%	3.4%	2.6%	0.9%	68.6%

Source: KBOR KHEDS AY Collection and National Student Clearinghouse

Note: Due to rounding, listed details added together may not match reported overall Student Success Rates.

Note: The Student Success Index for all postsecondary students in the second table is for only first-time entering freshmen and transfer students (not the high school students shown in the first table).

¹ Education Commission of the States (2015). *State Approaches to Funding Dual Enrollment*. Denver, Colorado, Jennifer Zinth.

Concurrent Enrollment Task Force

The Board received a letter from Senator Baumgardner in June 2017, encouraging the Board to create a task force to identify opportunities to expand concurrent enrollment in the state. At the same time, the Board received a report from its First Generation Task Force recommending expansion of concurrent enrollment partnerships (CEP) in the state to open access and reduce costs for first generation students to give them an early start and realize academic success at the postsecondary level. At the 2017 retreat, the Board prioritized the review of concurrent enrollment as one of its goals for that year and asked the Kansas Board of Education and the Kansas Board of Regents Coordinating Council to serve as the task force to take up this issue.

The Board prioritized the review of concurrent enrollment as one of its goals for AY 2018, and asked the Kansas Board of Education and the Kansas Board of Regents Coordinating Council to serve as the task force to take up this issue.

Regents Newton and Van Etten, with State Board of Education members Deena Horst and Anne Mah, as well as President Flanders and Commissioner Watson both of whom served as *ex-officio* members met four times in the fall of 2017 and into January 2018. At its January 8, 2018 meeting, the Task Force voted to form working groups to make recommendations to the Board President and CEO and the Commissioner of Education on the following issues:

- Identification of five courses offered for statewide delivery,
- Establishment of standardized eligibility requirements for students,
- Agreement on a common rate for tuition/fees, and
- Identification of alternative delivery methods.

Representatives from two technical colleges, four community colleges, and two universities agreed to serve on each working group, as well as two superintendents representing secondary education. The groups each met twice in January 2018 and developed a set of recommendations. Those recommendations were sent to institutions for a public comment period, and the recommendations and public comments were then reviewed by Commissioner Watson and President Flanders. The final recommendations are detailed below.

Recommendations to the Concurrent Enrollment Task Force

Concurrent enrollment opportunities are effective in increasing the percentage of students who enroll in college and these programs are linked to increases in college retention and completion rates. Low-income, first-generation and other underserved populations, in particular, benefit from concurrent enrollment programs.

Given that the Kansas Board of Education has defined a successful high school graduate as someone who has completed postsecondary education without remediation, and given the Kansas Board of Regents has a strategic goal to increase higher education attainment, expansion of concurrent enrollment programs is critical to meet these goals.

Kansas has a strong concurrent enrollment culture where all community colleges and technical colleges offer concurrent enrollment programs. While every community has at

least one assigned higher education provider, it is apparent high school students in Kansas do not have access to the same level of concurrent enrollment opportunities. Student eligibility requirements and course tuition vary widely by institution. For instance, some institutions offer full tuition waivers, while others charge full price. In addition, students eligible for a course in one service area may not meet the eligibility requirements in a neighboring service area. Some institutions purchase textbooks for students, while other institutions require students to buy educational materials supporting the course. In short, concurrent opportunities are more closely tied to where a student resides in Kansas as opposed to the right to choose a postsecondary institution.

Because the Board's service area requirement restricts high schools to using the assigned postsecondary provider for concurrent enrollment, high school students do not have the option to choose a provider. Because of these market restrictions, it is essential to eliminate the variance in costs and eligibility requirements.

The Coordinating Council recommended concurrent enrollment programs be defined as any of the following:

- CEP (Concurrent Enrollment Programs): A college course offered at the high school using a high school instructor.
- College Provided Instruction: A college course offered either at the high school or at the college using a full-time or adjunct instructor provided by the college.
- Online Courses: A college course offered completely online using a full-time or adjunct instructor provided by the college.
- Hybrid Courses: A college course offered at the high school that combines online instruction from a full-time or adjunct instructor provided by the college and additional face to face instruction by either a high school instructor or the college instructor.

When drafting legislation regarding Statewide Concurrent Course Offerings, the following statements are recommended for consideration:

Statement 1: In Year 1, a pilot program is recommended involving only one course (Composition I) so that any outstanding details and unforeseen issues can be defined and resolved before launching the full program. Institutions may choose whether or not to participate in the program.

Statement 2: The Board's policy on service areas will continue to apply. If an institution chooses not to participate in the pilot, but a high school within the institution's service area does participate, the Board will assign a participating postsecondary institution to the high school.

Statement 3: The following minimum eligibility standards apply to high school students enrolled in this program. Students must be:

- juniors or seniors; and
- have attained a cumulative GPA of 3.0 or better; and
 - (i) for American History I, Introduction to Psychology, and Public Speaking, earned an ACT composite score of at least 20 or an equivalent score on another valid assessment; or
 - (ii) for College Algebra and English Composition I, earned a college-ready ACT sub-score or equivalent on another valid assessment relevant to the offered concurrent enrollment course or courses.

The Board would convene a committee to identify other valid assessments and the required score students must meet for program eligibility.

Institutions expressed a need for alternative eligibility requirements for students who do not meet the GPA and assessment score requirements, but who institutions believe can be successful. A state committee comprising representatives from two community colleges, one university, one technical college and Board staff would review institutional requests to admit such students and make a final determination.

Statement 4a: To be eligible for state funding designated to support this program, institutions must participate in the program.

Statement 4b: For the two-year sector, concurrent courses are eligible for funding through the nontiered funding line. It is recommended the Board advocate for full funding of the portion of funding supporting concurrent enrollment credit hours in the nontiered line item. It is recommended program funding be distributed in proportion to the amount of concurrent enrollment being offered through the program.

Statement 4c: If the program is not fully funded, institutions may charge tuition to students enrolled in the program up to \$175 a course.

Statement 5: The state-funded tuition of the student portion of the course is \$175. This includes tuition, fees, and educational materials.

Statement 6: The Board will convene a working group to recommend open source materials for courses that are part of the program. Use of identified materials is optional.

Statement 7: The Board will conduct a cost-study specific to the types of concurrent enrollment delivery options to identify direct costs for each sector.

Statement 8: The Board will continue to track the number of concurrent enrollment faculty meeting and not meeting the Higher Learning Commission's faculty qualifications by institution and will maintain a list of online graduate degrees offered by public universities in Kansas in the

most common concurrent enrollment subject areas taught in the state. The report of faculty qualifications will be made available to the Board and, if requested, to the Kansas Legislature.

Cost Study

With no action by the 2018 Legislature on incorporating any concurrent enrollment feature in the school finance formula, the Board of Regents decided to gather additional information on the costs that colleges incur to provide instruction to high school students under all dual enrollment modes. All public colleges and universities offer some form of dual enrollment program, and 30 institutions ultimately elected to provide information on their costs (all public institutions except for the University of Kansas and Kansas State University). As agreements between school districts and colleges have developed separately over time, costs are not consistent across the state. The median expenditure per credit hour for all dual enrollment courses is \$81; for Composition I by itself, the median per credit hour expenditure is \$71. These medians are representative of the two most recently completed academic years.

Two-Year Reported Expenditures and Student Credit Hours - All Courses			
	<u>Institution</u>	<u>Student Credit</u>	<u>Per Credit Hour</u>
	<u>Expenditures \$</u>	<u>Hours #</u>	<u>Expenditures</u>
Independence Community College	\$ 407,088	606	\$ 671.76
Salina Area Technical College	757,540	2,932	258.37
Kansas City Ks Community College	5,682,821	29,100	195.29
Manhattan Area Technical College	653,961	3,650	179.17
Fort Hays State University	319,315	1,820	175.45
Barton Community College	1,168,786	7,932	147.35
Cowley Community College	648,165	4,592	141.15
Hutchinson Community College	1,690,584	15,336	110.24
Wichita State University	119,371	1,185	100.74
Highland Community College	1,364,963	14,117	96.69
Neosho County Community College	497,973	5,456	91.27
Dodge City Community College	246,483	2,793	88.25
Pratt Community College	516,032	5,898	87.49
Northwest Ks Technical College	504,898	6,033	83.69
Flint Hills Technical College	405,372	4,943	82.01
Emporia State University	43,182	543	79.52
Labette Community College	499,629	6,558	76.19
Cloud County Community College	809,493	11,042	73.31
Butler Community College	1,515,173	22,455	67.48
Washburn University	Not reported	Not reported	63.62
Johnson County Community College	3,257,590	51,488	63.27
Pittsburg State University	194,243	3,159	61.49
Colby Community College	352,569	5,990	58.86
Seward County Community College	452,443	7,753	58.36
North Central Ks Technical College	95,648	1,718	55.67
Allen Community College	539,494	10,004	53.93
WSU Tech	1,307,375	31,560	41.43
Garden City Community College	227,471	6,876	33.08
Fort Scott Community College	250,286	8,029	31.17
Coffeyville Community College	10,092	1,547	6.52
System Two-Year Total	\$ 24,538,039	275,115	\$ 89.19
System Median	\$ 499,629	5,990	\$ 80.77

There are no additional state funds for providing instruction to high school students; rather, the institutions rely on agreements with the participating school districts or tuition payments from the students.

Leadership at several institutions voiced concern that if a formula were adopted by the Legislature, any money realized through the formula would not make up for lost tuition revenue currently received by the institutions to cover their operating costs to offer the instruction.

For the most recent two years, the reported systemwide expenditures for all dual enrollment programs totaled \$24,538,039. These expenditures were reported for a two-year total of 275,115 credit hours.

- The total cost for all reported credit hours over the two years was \$89.19 per credit hour;
- The average cost per credit hour for all courses was \$111.09; and
- The median cost per credit hour for all courses was \$80.77.

Costs per credit hour vary widely from institution to institution as do the types of costs reported. Reported costs are noted below.

Composition I

Because the recommendations of the Coordinating Council included a first-year pilot program involving a single course (Composition I), data was also provided by most of the institutions on costs related to delivery of that specific course. The reported systemwide expenditures for Composition I over the two years totaled just under \$4.0 million. These expenditures were reported for 39,176 credit hours.

- The cost for all reported Composition I hours over the two years was \$101.61 per credit hour;
- The average cost per credit hour for all Composition I was \$126.25; and
- The median cost per credit hour for all was \$71.26.

Two-Year Reported Expenditures and Student Credit Hours - Composition 1			
	<u>Institution</u>	<u>Student Credit</u>	<u>Per Credit Hour</u>
	<u>Expenditures \$</u>	<u>Hours #</u>	<u>Expenditures</u>
Independence Community College	\$ 64,111	66	\$ 971.38
Salina Area Technical College	187,028	318	588.14
Butler Community College	906,204	3,444	263.13
Cowley Community College	134,366	825	162.87
Kansas City Ks Community College	344,077	2,257	152.45
Barton Community College	194,130	1,494	129.94
Johnson County Community College	542,845	5,115	106.13
Colby Community College	103,185	1,092	94.49
Neosho County Community College	104,314	1,104	94.49
Flint Hills Technical College	83,892	987	85.00
Highland Community College	223,610	2,697	82.91
Hutchinson Community College	230,596	2,844	81.08
Emporia State University	43,182	543	79.52
Labette Community College	125,818	1,752	71.81
Dodge City Community College	40,868	578	70.71
Cloud County Community College	118,745	1,710	69.44
Pratt Community College	46,381	684	67.81
Pittsburg State University	194,243	3,159	61.49
Northwest Ks Technical College	16,983	359	47.31
North Central Ks Technical College	12,544	273	45.95
Seward County Community College	45,250	990	45.71
Allen Community College	92,093	2,061	44.68
Garden City Community College	31,821	864	36.83
Fort Scott Community College	40,806	1,374	29.70
WSU Tech	34,796	1,224	28.43
Manhattan Area Technical College	18,026	984	18.32
Wichita State University	650	156	4.17
Coffeyville Community College	222	222	1.00
System Two-Year Total	\$ 3,980,783	39,176	\$ 101.61
System Median	\$ 87,993	1,041	\$ 71.26

Cost data specific to Composition I was not provided by Washburn nor Fort Hays State Universities.

Estimated Cost of Pilot Project

The Board estimates the state's cost for a one-course pilot for state financing of a concurrent enrollment program to offer high school students the opportunity to take Composition I to be **\$3.6 million** (assuming one-half of 34,000 high school seniors would be eligible to take the course at a cost of \$213 per course [\$71 X 3 credit hours]).